

FISCAL AND DEMOGRAPHIC ASPECTS OF TAX-SUPPORTED MISSOURI LIBRARIES

Duane Turner and Robert F. Karsch

POPULATION TRENDS IN MISSOURI SINCE 1930

The fact that the population of Missouri increased from 3,629,367 in 1930 to 4,310,813 in 1960 is significant in terms of library planning. However, the demographic problems with which planners must concern themselves are more complex than the relatively simple task of adjusting library facilities and services to increased numbers of people, for population increases have not been distributed uniformly over the state. In actuality there are large geographic areas within the state which have not gained, but rather have continuously lost population since at least as far back as 1930. Library planning, then, must be concerned with population trends as they manifest themselves in much smaller areas than the state as a whole, *i. e.*, the counties. Consideration must be given also to the composition of the population in the various regions of the state. Persons with differing occupational, social, age, and personality characteristics expect varying types of reading material to be available in their own local library facilities; and while the local and regional library facilities are the building blocks of the total state library system, local characteristics and interests must remain highly significant.

Reviewing first the trends of population gains and losses over the entire state, it may be seen that 43 of the state's 114 counties have continuously lost population since the census of 1930. In addition to this, 31 other counties began a downward trend in 1940 and have continued to lose population since that year. This means that 74 counties have been losing population continuously since 1940. Only 15 counties, since 1930, have gained population continuously over the years. Those exhibiting successive increases over this 30-year period are: Audrain, Boone, Callaway, Cape Girardeau, Clay, Cole, Franklin, Greene, Jackson, Jefferson, Phelps, Platte, St. Charles, St. Louis, and Ste. Genevieve. Twenty-six counties, since 1940, have, in terms of population gains and losses, behaved in an erratic manner by either gaining between 1940 and 1950 and then losing during the next decade, or by following the reverse of this pattern.

The picture given above is represented in Map. I where it will also be seen that the effect of the over-all population increases and losses in Missouri since 1930 has been to concentrate the population more heavily, with the exception of gains in the Springfield and Cape Girardeau areas, across the central portions of the state. And further, the areas gaining over the 30-year period are in large measure concentrated in three geographical pockets: the St. Louis and Kansas City metropolitan areas, and the central area composed of Boone, Cole, Callaway, and Audrain counties. The map indicates too that the demographic denuding of the Northern half of the state, or that above the Missouri River, began somewhat earlier than that which is occurring South of the River. That is, of the 43 counties which have continuously lost population since 1930, 31 are situated to the North of the River, four others border the South bank of the River, and the remaining eight are located in the southwest quarter of the state. On the other hand, of those counties which have suffered continuous population losses only since 1940, all but two are located South of the River and as a group cover a sizeable proportion of the entire southern half of Missouri.

MISSOURI

LEGEND:

Continuous gain
since 1930.....

Continuous loss
since 1930.....

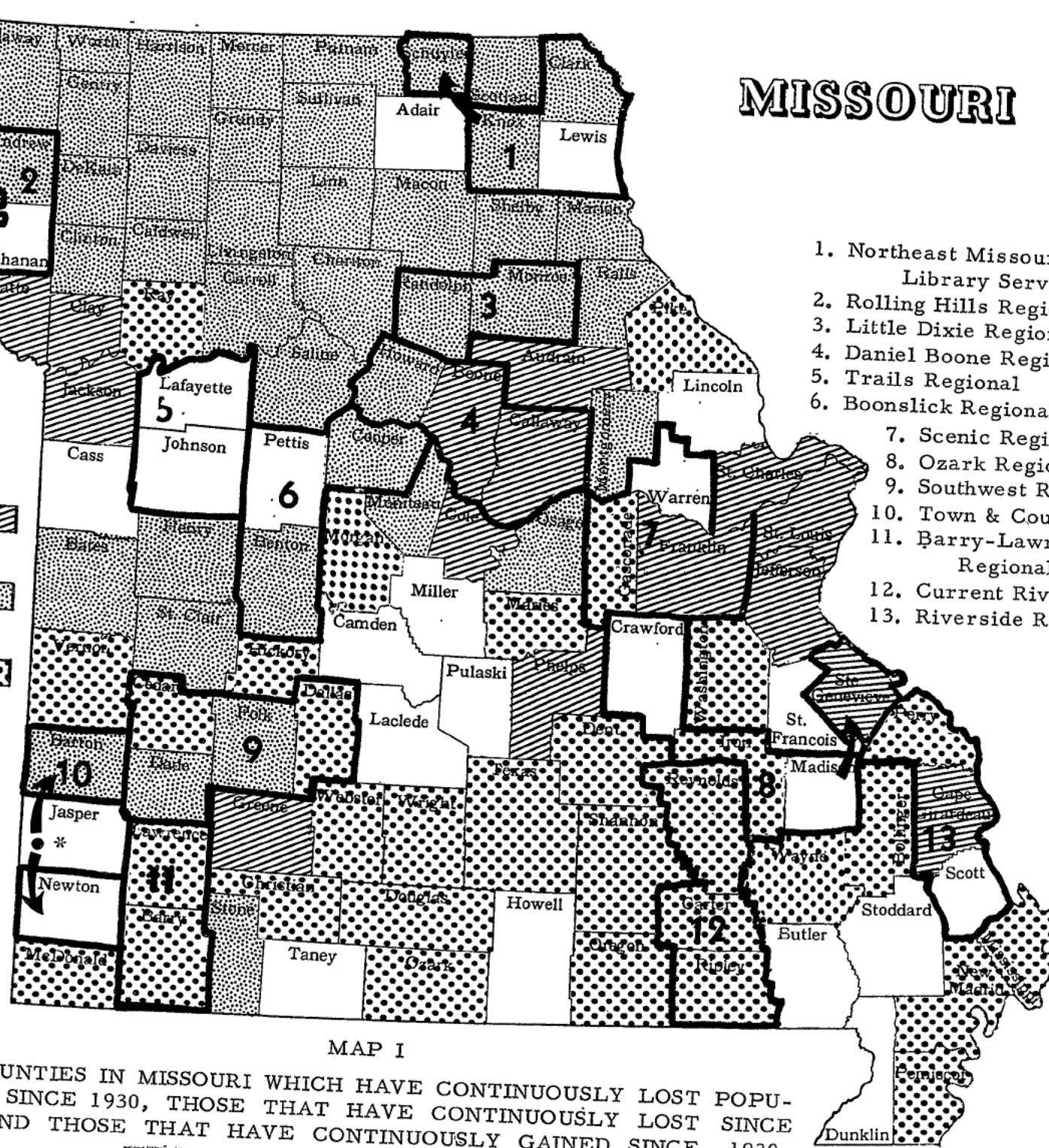
Continuous loss
since 1940.....



*Jasper County
not affiliated.

1. Northeast Missouri
Library Service
2. Rolling Hills Regional
3. Little Dixie Regional
4. Daniel Boone Regional
5. Trails Regional
6. Boonslick Regional
7. Scenic Regional
8. Ozark Regional
9. Southwest Regional
10. Town & Country Reg.
11. Barry-Lawrence
Regional
12. Current River Reg.
13. Riverside Regional

12



MAP I

THE COUNTIES IN MISSOURI WHICH HAVE CONTINUOUSLY LOST POPU-
LATION SINCE 1930, THOSE THAT HAVE CONTINUOUSLY LOST SINCE
1940, AND THOSE THAT HAVE CONTINUOUSLY GAINED SINCE 1930.

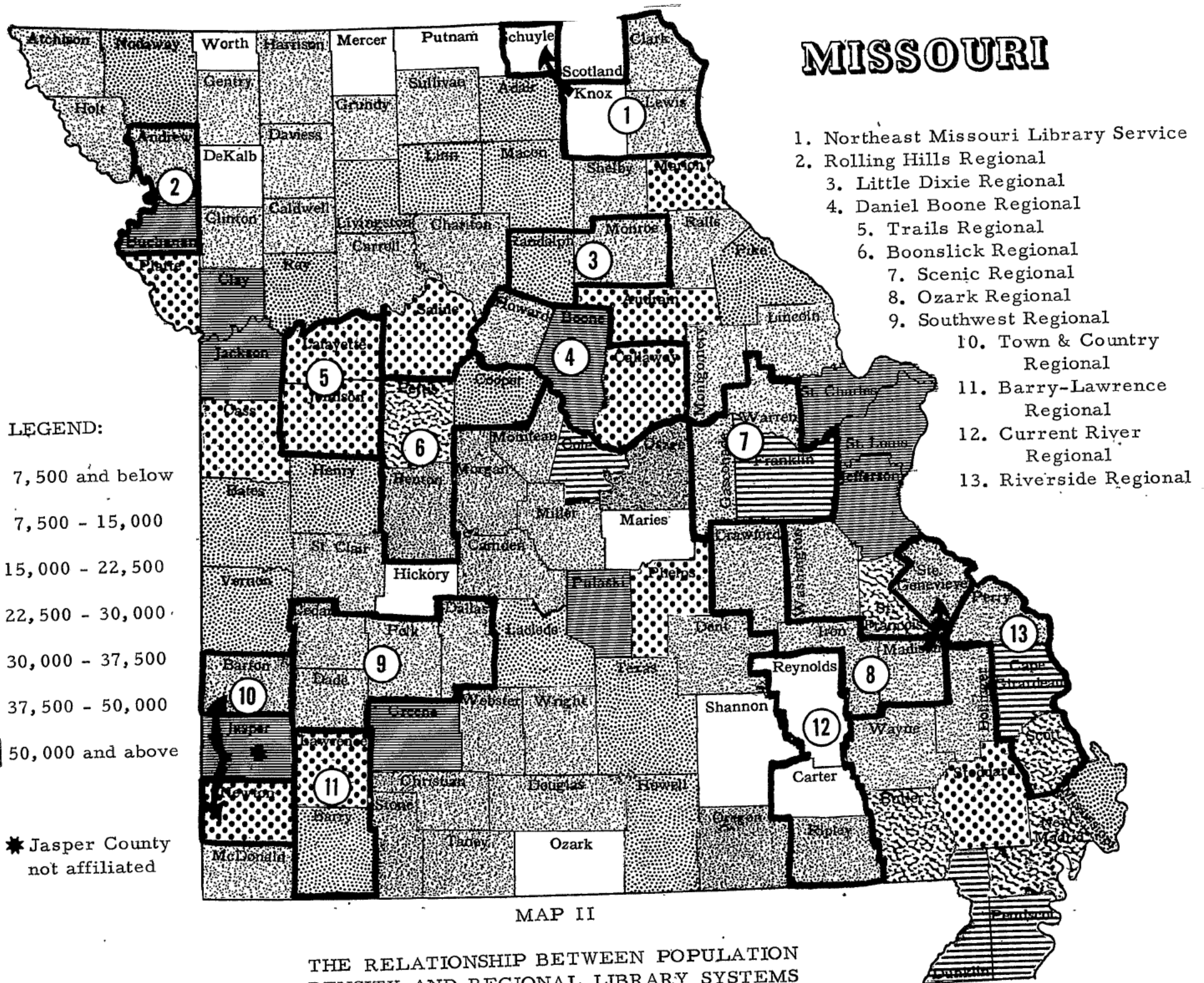
Of the 74 counties which have been losing population since 1940, only 21 have entered into lasting regional library systems. If the Hickory-St. Clair Regional, and the Christian-Stone Regional Libraries had not been discontinued in 1950 and 1956 respectively, the number would stand at 26. Map I also depicts those counties which have become associated with the presently existing 13 regional libraries. A total of 37 counties are affiliated with these regional systems. Of this total number, five counties are among those which have experienced long population growth records, while the results of census counts in ten others have been erratic. And as mentioned, the remaining 22 affiliated counties have experienced long-term losing trends. As will be seen later, 24 of the 37 affiliated counties are among those in the state having relatively low assessed property valuations, or, in other words, narrower tax bases upon which to support library facilities.

In Map II the regional and other libraries have been plotted upon a map showing their relationship to the patterns of population concentrations throughout the state. It will be seen there that the majority of the counties affiliated with regional systems are those containing relatively sparse populations. Continuing differentials in wealth and population density have operated to focus increased importance upon the necessity for regional or inter-county library facilities; for despite increased urbanization, hundreds of thousands of Missouri's citizens continue to inhabit the rural areas of the state where library services are not yet adequate. And it is precisely in these areas where tax revenues are least available.

Since the early 1900's the state's rural population has rather steadily declined, while, on the other hand, the urban portion of the population has increased to the point where it now comprises two-thirds of the total state population. The city of St. Louis, along with St. Louis and Jackson counties, presently account for 2,076,290, or 48 per cent, of the state's citizens. In terms of the Census Bureau's Standard Metropolitan Statistical Areas, over 76 per cent of the entire population is concentrated into the St. Louis, Kansas City, Springfield, and St. Joseph metropolitan areas. This percentage represents a total of 3,316,453 people. The pressure which these figures imply in terms of adequate library services and facilities in the four metropolitan areas is tremendous. However, these regions of the state are much more capable of financing adequate facilities than are the outlying areas with narrow supporting tax bases. It is the conjunction of several elements which places the counties and municipalities situated away from the metropolitan areas in unfavorable positions. Here even maximum tax rates levied upon existing concentrations of wealth do not produce the sums of revenue required to maintain adequate library facilities. And, in addition, the facilities which have been developed in these regions must operate over larger geographical areas than do those situated in densely populated areas.

It is apparent that library planners must give considerable attention to the changes which are occurring in both the distribution and the composition of the state's growing population. It has been said that "Library planning ... is a way to effect the accommodation of the library to the changing scene with a minimum of friction and with the greatest possible efficiency." In the more populous areas it

MISSOURI



MAP II

THE RELATIONSHIP BETWEEN POPULATION DENSITY AND REGIONAL LIBRARY SYSTEMS

would seem that "accommodation" entails both an expansion of facilities and services in order to cope with expanding populations, as well as a rather careful development of those particular services which the results of changing population characteristics demand.

Attention will be given to the changing age structure of the population in that a rising proportion of older men and women, and the relative size of other age groups, will affect the nature of the demands placed upon the libraries of Missouri. While the population of the state was increasing by 9.2 per cent over the 1950's, the proportion of citizens age 65 or older increased nearly 1.4 per cent: it was 10.3 in 1950 and 11.7 in 1960. The median age of the population has increased from 19.4 years in 1880 to 31.6 in 1960, and the aging trend is not likely to be reversed in the near future. In actual figures the number of persons 65 years old or older increased by almost 100,000 between 1950 and 1960; that is, from 407,388 to 503,411.

Presently the pattern of age distribution over the state indicates that generally speaking, the outstate counties contain a higher proportion of the population's older citizens than do the urban regions. The percentages of the population 65 years or older in the various urbanized areas of the state are shown below for the years 1950 and 1960.

<u>Area</u>	<u>1950</u>	<u>1960</u>
Kansas City	8.6	9.2
St. Louis	8.5	9.3
Springfield	10.2	11.8
St. Joseph	12.5	14.5

It will be noticed that this age group has increased its size in each of these areas over the decade. Looking at the remaining areas in the state, persons 65 and older comprised more than 16 per cent of the population in ten counties in 1950, with the percentage having increased in every case by 1960.

<u>County</u>	<u>1950</u>	<u>1960</u>
Caldwell	17.3	19.8
Cedar	16.1	19.9
Clinton	16.7	17.6
DeKalb	16.6	18.9
Grundy	16.1	16.4
Macon	16.9	19.7
Monroe	16.2	18.8
Montgomery	16.8	19.5
Scotland	16.2	18.9
Shelby	19.3	20.9

By 1960 the population of 31 counties consisted of at least 16 per cent of persons 65 years or older.

<u>County</u>	<u>1950</u>	<u>1960</u>
Barton	14.8	18.4
Bates	15.1	19.3
Benton	14.8	18.8
Carroll	14.3	17.3
Chariton	14.9	18.1
Dade	15.2	18.2
Dallas	12.2	17.4
Daviess	12.2	17.4
Gentry	15.8	20.1
Harrison	15.0	19.1
Henry	15.4	18.7
Hickory	14.4	17.6
Holt	15.0	19.1
Howard	14.4	17.4
Knox	15.2	17.7
Lawrence	13.2	16.0
Linn	15.4	19.6
Livingston	13.5	16.7
Mercer	13.7	17.4
Morgan	13.7	17.8
Polk	13.9	18.1
Putnam	14.3	18.5
Randolph	15.9	18.7
Ripley	10.4	16.8
St. Clair	15.7	20.6
Saline	12.8	16.1
Schuyler	17.5	20.2
Sullivan	15.5	19.3
Vernon	15.2	19.2
Worth	15.2	18.6

The counties with the lowest 1960 proportions of persons age 65 or older are listed below. Those in the list contain proportions of less than 9 per cent in this older age group. Relevant figures are shown for both 1950 and 1960.

<u>County</u>	<u>1950</u>	<u>1960</u>
Clay	9.0	6.4
Jefferson	9.0	7.7
New Madrid	5.2	8.4
Pemiscot	5.5	8.8
Platte	10.5	8.4
St. Charles	9.7	7.3
St. Louis	7.0	7.0

Among these seven counties are five which either represent heavily populated areas, or are geographically situated very near to such areas. Four of the five experienced

decreases in the proportion of the older population group, and one had no change. The other two counties (New Madrid and Pemiscot) experienced an increase.

The remaining counties in the state are in a situation between the extremes presented above. For instance Greene County has 11.8 per cent of its population in the older category, Jasper 14.0 per cent, and Boone 9.5 per cent. Comparable figures for these counties in the previous decade were 10.1 per cent, 11.7 per cent, and 8.8 per cent respectively.

At the other end of the age scale, in 1950 persons under 18 years of age constituted 31.8 per cent of Missouri's population. Ten years later this percentage was 33.8. The age group between 18 and 65 decreased from 58.0 in 1950 to 54.5 per cent in 1960. The percentages of all three age groups are represented below for the two census years.

<u>Age Group</u>	<u>1950</u>	<u>1960</u>
Below 18	31.7	33.8
18-64	58.0	54.5
65 and Over	10.3	11.7

Over the state as a whole, then, the two extreme age groups have expanded proportionately at the expense of the middle age group.

There are presently 23 counties with an under-18 age group representing less than 30 per cent of the population (comparable figures for 1950 unavailable).

<u>County</u>	<u>1960</u>
Adair	28.5
Benton	28.6
Boone	28.6
Caldwell	29.0
Cedar	28.8
Daviess	28.7
Gentry	28.2
Grundy	27.6
Harrison	29.5
Howard	29.8
Linn	29.0
Macon	28.5
Mercer	28.7
Polk	28.6
Pulaski	27.3
Putnam	29.0
Randolph	29.8
St. Clair	29.1
Saline	29.2
Schuyler	29.2

Shelby	29.8
Sullivan	28.5
Vernon	26.9

While the population of the state as a whole is becoming older in one sense of the term, it has been noticed that in particular areas of the state this is not the case. It has been noted, too, that both the upper and the lower ends of the age structure are expanding while the center age group contracts. These facts are meaningful to those responsible for library acquisitions, since growth differentials affect the services and materials demanded by library patrons.

Another significant factor lies in the increasing enrollment in primary, secondary, and higher educational institutions. This is implicit in the expanding lower age group and school-building developments in the state. The census reports also indicate that the average number of school-years completed by persons age 25 or older is on the rise. For instance, in 1950 the median school years completed by persons 25 and older was 8.8, while in 1940 it was 8.6.

Of significance also to those concerned with accommodating libraries to changing environments and demands is, as was pointed out by Philip M. Hauser, the smaller size of families and the greatly expanding number of households.²

The Bureau of the Census predicts that by 1980 the population of the United States will be between a high of 272.5 million and a low of 230.8 million. Just what Missouri's share of this population expansion will be, and how it will be distributed over the state, remains speculative. Drastic increases in demands for library services are inevitable.

TRENDS IN PUBLIC LIBRARY FINANCE

Ten years ago there existed a total of 150 tax supported libraries in Missouri. Of this total number, 96 were being supported by tax rates of one mill (or ten cents on each one-hundred dollars of assessed valuation). Thirty-four libraries were receiving support at higher tax rates, while 20 were receiving support below the one mill rate. Considering the total sum of local revenues supporting these libraries in the state, it amounted to 94.5 per cent of their incomes. The remaining 5.5 per cent was received in the form of state aid.

Several questions arise in regard to what has occurred during the decade of the fifties: Has the general trend of local assessment practices been upward, downward, or static? What, specifically are the rates at the present time? Has the state government assumed more or less of the total burden of financing the state's library costs? Have the methods of distributing state aid to public libraries been consistent with the recommendations made by the Missouri Libraries Planning Committee in

2. Ibid., p. 261.

1953? What general role have federal funds played in the operations of the state's system of libraries since Missouri began to participate in the federal program in 1957?

In contrast to the pattern of tax rates exhibited in 1951, of the presently existing 146 tax supported libraries, 85 are supported by rates of one mill. Of the remainder, 46 are supported by rates higher than one mill, and 13 by lower rates. The Clark county library is supported by a two mill tax by Kahoka while the remainder of the county is paying a one mill tax. This arrangement prevails also in the Daniel Boone Regional Library where Columbia residents pay a two mill tax while the remainder of Boone County, Howard, and Callaway residents pay a one mill tax.

Libraries supported by two mill tax rates	28
Libraries supported by tax rates less than two mills but higher than one mill	18
Libraries supported by one mill tax rates	85
Libraries supported by tax rates less than one mill	13

It will be observed that during the ten-year interim, the number of libraries receiving revenues derived from tax rates above one mill has risen considerably -- from 34 to 46, though there was a reduction of four in the total number of tax supported libraries in the state. On the other hand the number of those supported by rates less than one mill has been reduced from 20 libraries to 13. The number of libraries supported by rates of one mill has been reduced also -- from 92 in 1951, to 85 in 1961. Seventeen new library facilities or systems have come into existence since 1951. These are listed below with their establishment dates and the tax rates which support them.

1. Barry-Lawrence Cooperative (1954)	1 mill
2. Boonslick Regional (1953)	1 mill
3. Daniel Boone Regional (1959)	1 and 2 mills
4. Gentry County (1955)	1 mill
5. Grundy County (1958)	1 mill
6. Knox County (1961)	1 mill
7. Little Dixie Regional (1953)	1 mill
8. Lewis County (1961)	1 mill
9. Mercer County (1954)	1 mill
10. Mexico-Audrain (1953)	1 mill
11. Riverside Regional (1955)	1 mill
12. Scenic Regional (1959)	1 mill
13. Schuyler County (1961)	1 mill
14. Scotland County (1958)	1 mill
15. Town and Country Regional (1959)	1 mill
16. Trails Regional (1957)	1 mill
17. Andrew-Buchanan Regional (1961)	1 mill

It might have been expected that at least a majority of these relatively new facilities and systems would have established higher tax rates at their beginnings, but, as is seen above, each is supported by a one mill tax rate with the exception of Columbia's two mill support of the Daniel Boone Regional Library.

A study of the individual tax rates which have supported the libraries in Missouri over the years reveals that at least 32 libraries have had their tax rates increased over those which prevailed in 1951. Only five have experienced a decline in the rates of their tax support over those which they received ten years ago. Eighty-two libraries are now supported by tax rates which are identical to those which existed in 1951. The necessary data is lacking in the cases of the remaining ten libraries. This information is summarized as follows:

Number of libraries with supporting tax rates above those which prevailed in 1951	32
Number of libraries with supporting tax rates identical to those which prevailed in 1951	82
Number of libraries with supporting tax rates below those which prevailed in 1951	5
Number of libraries for which data is lacking	10
Number of libraries established since 1951	17
Total	146

Another interesting aspect of the patterns which library tax rates exhibit is the fact that some have remained stable for long periods of time, while others have fluctuated from one rate to another over short intervals. The effects of the varying degrees of stability are important in terms of local library planning in that a supporting tax rate which is unpredictable cannot be relied upon to produce the amounts of revenue which may be required in order to finance programs which have been either instituted or planned. And, on the other hand, libraries may conceivably find themselves in a position where they are receiving funds at a time when plans for their expenditure have not been developed. The latter event is admittedly less likely in that generally campaigns must be organized and vigorously pursued in response to needs before tax rates are appreciably boosted.

In the course of this study it was found that in most instances where tax rates are highly unstable the rates have been raised and lowered by city councilmen or aldermen rather than through popular vote. Perhaps the fluctuating records of library tax rates in Carthage, Cape Girardeau, Clayton, Excelsior Springs, Ferguson, Kirkwood, Louisiana, Moberly, Paris, University City, and Sedalia illustrate this point. In each case the particular tax rates have been highly unstable, and in each case the rates have usually been set and reset by the respective municipal governing bodies. Exceptions are to be found in Florissant, Pierce City, Brentwood, and Maplewood where rates have varied considerably as a result of local elections. It should be added at this point that stable tax rates in many instances may be the result

of a lack of energetic planning rather than due to a conscious desire to stabilize rates in the interest of realizing long-range plans. At the end of this chapter will be found the tax rate records of each of the state's present tax supported libraries, as complete as available information allows.

Shown below are the various supporting tax rates as they stood in July, 1961, compared with rates in 1951 and 1941.

<u>Library</u>	<u>Supporting Tax Rates in Mills</u>		
	<u>1961</u>	<u>1951</u>	<u>1941</u>
Albany	2	1.25	1.25
Appleton City	1	.5	*
Atchison County	1	1	**
Aurora	1	1	1
Barry-Lawrence Cooperative	1	**	**
Belton	1	1	**
Bollinger County	1	1	**
Boonslick Regional	1	**	**
Breckenridge	.5	*	*
Brentwood	1.4	2	.5
Brookfield	2	1	1
Canton	2	2	2
Cape Girardeau	.9	.8	.4
Carrollton	2	.5	*
Carthage	1	1.6	1
Caruthersville	1	1	.75
Cass County	1	1	**
Centralia	1.5	1	1
Chaffee	1.5	.7	.7
Christian County	1	1	**
Clarence	*	.5	.5
Clark County	1 (Kahoka 2)	1 (Kahoka 2)	**
Clayton	.7	.25	.25
Crane	2	2	*
Crystal City	.5	*	*
Current River Regional	1	**	**
Daniel Boone Regional	1 (Columbia 2)	**	**
Daviess County	1	1	**
Desloge	1	*	*
Desoto	1	1	1
Dexter	2	2	*
Doniphan	2	1	1
Dunklin County	1	1	**
Eldon	.2	.2	.2
Elvins	2	*	*
Excelsior Springs	1	.8	1
Farmington	.2	.4	.4
Fayette	2	2	1

Library (cont.)	Supporting Tax Rates in Mills (cont.)		
	1961	1951	1941
Ferguson	.7	.5	**
Festus	1	.5	*
Flat River	1	*	*
Florissant	1	1	*
Fredericktown	1.5	1.5	.5
Fulton	1.5	1	1
Gentry County	1	**	**
Gideon	2	2	*
Glasgow	2	2	*
Greene County	1	1	**
Grundy County	1	**	**
Hamilton	1	1	1
Hannibal	1	1	.5
Hayti	1.5	1	1
Henry County	1	1	**
Hermann	.5	.5	**
Higginsville	1	1	.5
Holden	1	*	*
Jackson	2	1	1
Jackson County	1	1	**
Jefferson City	1	1	**
Joplin	.8	1	.75
Kansas City	1	1	*
Kirkwood	1.5	1	.5
Knox County	1	**	**
Laclede County	1	1	**
Lagrange	1	1	1
La Plata	1	.25	*
Lebanon	2	2	1
Lewis County	1	**	**
Lilbourn	2	2	*
Little Dixie Regional	1	**	**
Livingston County	1	1	**
Lockwood	1	*	**
Louisiana	.5	.5	.5
McDonald County	1	1	**
Macon	1	1	1
Maplewood	1.1	1	.5
Marceline	2	2	1
Maryville	1	1	1
Mercer County	1	**	**
Mexico-Audrain County	1	**	**
Mississippi County	1	1	**
Moberly	1	1	.45
Monett	.5	.5	.5
Monroe City	2	1.5	1

Supporting Tax Rates in Mills (cont.)

<u>Library (cont.)</u>	<u>1961</u>	<u>1951</u>	<u>1941</u>
Montgomery City	1	1	1
Mound City	1	1	1
Mountain View	1	1	**
Neosho	1	1	.5
Nevada	1	1	1
New Madrid County	1	1	**
Newburg	2	2	2
Norborne	1.5	1	1
North Kansas City	1	.5	.35
Odessa	1	*	*
Oran	2	*	*
Oregon	2	2	1
Ozark Regional	1	1	**
Paris	1.6	2	1.5
Piedmont	1.5	1.5	*
Pierce City	2	2	1
Platte County	1	.5	**
Poplar Bluff	1.5	1	1
Putnam County	1	1	**
Ray County	1	1	**
Rich Hill	2	2	*
Richmond Heights	.7	.5	.5
Riverside Regional	1	**	**
Rock Hill	1	1	**
Rolla	2	2	.1
St. Charles	1	1	1
St. Clair County	1	1	**
St. Louis County	1	1	**
St. Louis	1.1	.6	.4
Salem	2	2	**
Salisbury	1	1	.5
Scenic Regional	1	**	**
Schuyler County	1	**	**
Scotland County	1	**	**
Sedalia	1	.7	.5
Seymour	1.25	1	*
Shelbina	1.25	1.25	1.25
Sikeston	2	2	1
Slater	1.5	1	1
Southwest Regional	1	1	**
Springfield	1	1	.66
Steele	1.5	1	1
Stone County	1	1	**
Sullivan	1	1	*
Sweet Springs	1.5	1.5	*
Texas County	1	1	**

Library (cont.)	Supporting Tax Rates in Mills (cont.)		
	1961	1951	1941
Town and Country Regional	1	**	**
Trails Regional	1	**	**
University City	1	.4	.2
Valley Park	1	1	*
Versailles	1	1	**
Washington	1	1	**
Washington County	1	1	**
Webb City	2	2	1
Webster Groves	1	1	.4
Wellsville	2	1.5	**
West Plains	2	2	**
Willow Springs	2	2	*
Windsor	1	1	*
Wright County	1	1	**
Andrew-Buchanan Regional	1	1	**
Wentzville	1.5	.5	*

*Data not available.

**Library not then in existence.

Though state and federal funds are used to supplement local revenues for support of public libraries, it is local taxes which contribute by far the greatest financial support of the various libraries. In light of this fact it is of interest to see how the tax supported libraries in Missouri are distributed over the state with reference to the comparable distribution of wealth. Map III shows the counties classified according to assessed valuation, also the tax supported municipal, county, and regional libraries. As might be expected, concentrations of wealth and of tax supported libraries tend to be situated in the same geographical areas.

And as reference to Map II will show, population concentrations also tend to follow the same geographical configurations. The south-central region of the state comprising a block of some 24 counties, has fewer libraries and less concentrated wealth than any other region of comparable size. This area is bounded by the Missouri River at the north, the Arkansas border to the south, the Boonslick and South west Regional Libraries on the west, and the Ozark and Current River Regional Libraries on the east. If these regional libraries were not in existence the area would expand considerably both to the east and to the west.

In direct contrast to this region is that composed of St. Louis, St. Charles, and Jefferson counties where the combined assessed valuations are the highest of any other comparable area in Missouri. Here there is a total of 16 tax supported public libraries, whereas there are only 18 in the south-central region described above. The dense concentrations of population in the St. Louis metropolitan area justified its large number of library facilities, while, on the other hand, in the south central region there are 13 entire counties wholly lacking in any sort of tax support library facility.

MISSOURI

LEGEND:

-  Below \$10 Million
-  10-\$20 Million
-  20-\$30 Million
-  30-\$40 Million
-  Above \$40 Million

Headquarters, County and/or Regional Libraries

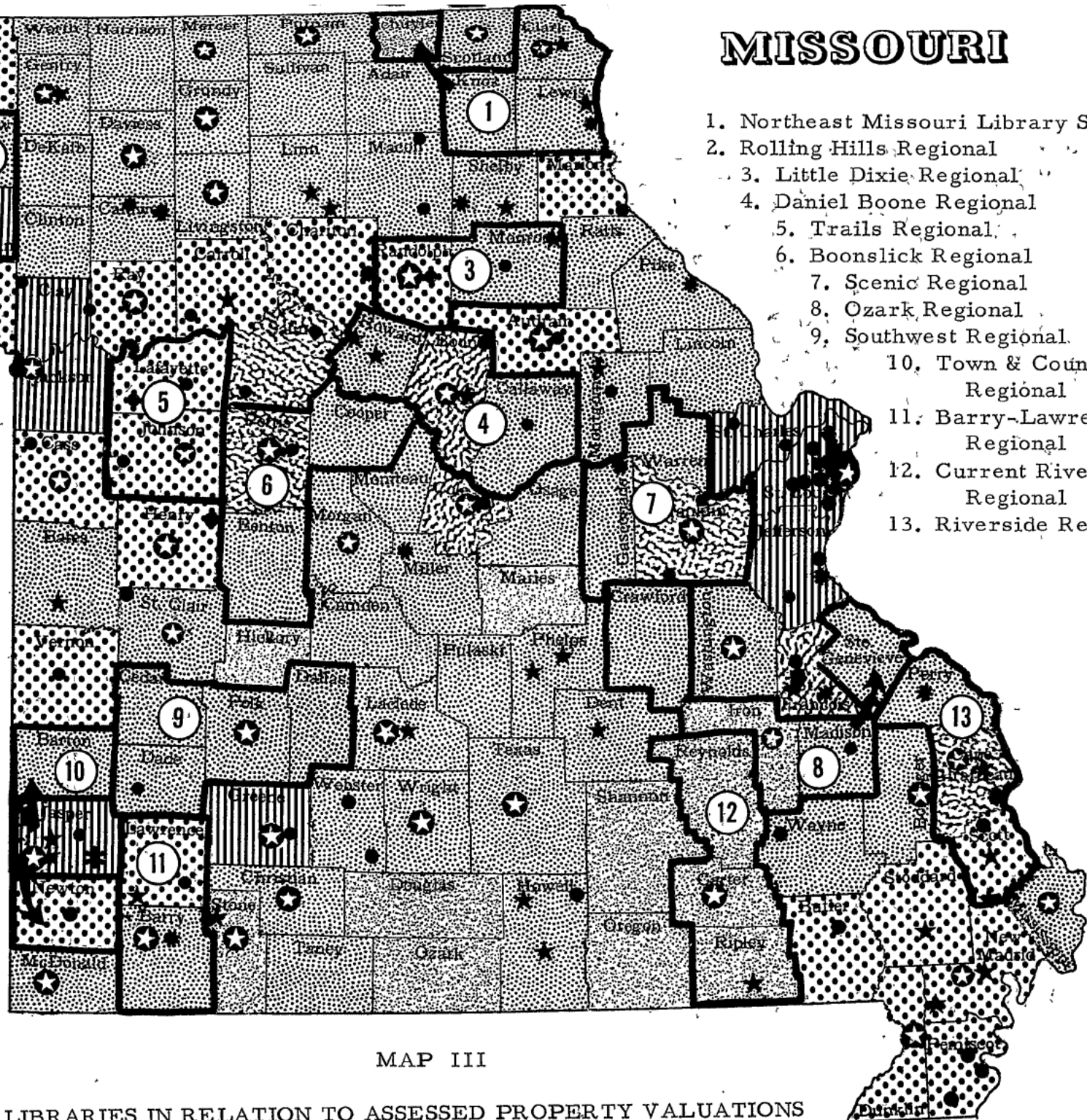
Municipal Libraries
★ With Tax Rate of 2 Mills

Municipal Libraries
● With Tax Rate of at Least 1 Mill But Less Than 2 Mills

Municipal Libraries
✱ With Tax Rate of Less Than 1 Mill

✱ Jasper County not affiliated

1. Northeast Missouri Library Service
2. Rolling Hills Regional
3. Little Dixie Regional
4. Daniel Boone Regional
5. Trails Regional
6. Boonslick Regional
7. Scenic Regional
8. Ozark Regional
9. Southwest Regional
10. Town & Country Regional
11. Barry-Lawrence Regional
12. Current River Regional
13. Riverside Regional



MAP III

LIBRARIES IN RELATION TO ASSESSED PROPERTY VALUATIONS

In the north-central region there is also a broad area where property valuations, population density, and library facilities are all relatively low. This area comprises ten or eleven counties, among them seven which lack tax supported libraries altogether. Generally speaking, it is this north-central region combined with the south-central region which continues through the years to suffer population losses.

Elsewhere in the state there are three areas where wealth and population combine to produce relatively large library facilities. The area composed of Greene, Lawrence, Newton, and Jasper counties is one of these; another consists of the counties of Cape Girardeau, Scott, New Madrid, Pemiscot, Dunklin, Butler, and Stoddard; the third is comprised generally of those counties situated in the central and east-central regions of the state, including Jackson, Clay, and Buchanan counties.

A glance at Map III reveals the locations of those libraries which are presently being supported with the highest tax rates; also those with the lowest tax rates are shown. There are 28 libraries supported by the maximum rate of two mills. Of this number, 18 (67.8%) are located in counties with assessed valuations of \$30,000,000 or below. On the other hand, of the 13 libraries which receive tax support at the rate of less than one mill, seven (57.7%) are located in counties with assessed valuations above \$30,000,000. Of the five libraries with tax incomes above \$100,000, two are located in the Kansas City area, two in the St. Louis area, and one in Springfield -- all populous and wealthy areas. Ten libraries have tax incomes of between \$50,000 and \$100,000. Six of these are regional (Boonslick, Daniel Boone, Riverside, Scenic, Southwest, and Trails). The remaining four libraries in this relatively high income group are in Kirkwood, Webster Groves, University City, and Jefferson City. In terms of per capita income, nine libraries have incomes above \$3.00 per capita; of these, six are in the St. Louis area, one in the Kansas City area, one in Platte City, and one in Salisbury.

Library incomes related to percentage of the population served is shown in the following table, covering a ten-year period. The figures are adapted from the relevant Annual Reports of the Missouri State Library.

Table 1

LIBRARY INCOME RELATED TO POPULATION

Income Categories	Number of Libraries in Each Category	Per cent of Population Served By Libraries In Each Income Category
1951:		
Above \$100,000	4	41.77
\$37,500 to \$100,000	5	6.46
\$6,000 to \$37,500	48	20.01
Under \$6,000	83	6.84
Total	140	

Table 1 (cont.)

LIBRARY INCOME RELATED TO POPULATION (cont.)

Income Categories	Number of Libraries in Each Category	Per cent of Population Served by Libraries In Each Income Category
1952:		
Above \$100,000	4	55.5
\$37,500 to \$100,000	5	9.0
\$6,000 to \$37,500	49	27.0
Under \$6,000	85	8.5
Total	143	
1953:		
Above \$100,000	4	55.1
\$37,500 to \$100,000	7	10.8
\$6,000 to \$37,500	52	27.2
Under \$6,000	85	6.9
Total	148	
1954:		
Above \$100,000	4	54.1
\$37,500 to \$100,000	10	14.0
\$6,000 to \$37,500	53	24.9
Under \$6,000	83	7.0
Total	150	
1955:		
Above \$100,000	4	53.9
\$37,500 to \$100,000	10	11.9
\$6,000 to \$37,500	53	27.1
Under \$6,000	83	7.1
Total	150	
1956:		
Above \$100,000	4	52.9
\$37,500 to \$100,000	14	16.7
\$6,000 to \$37,500	58	24.8
Under \$6,000	76	5.6
Total	152	

Table 1 (cont.)

LIBRARY INCOME RELATED TO POPULATION (cont.)

Income Categories	Number of Libraries in Each Category	Per Cent of Population Served by Libraries In Each Income Category
1957:		
Above \$100,000	5	55.4
\$50,000 to \$100,000	9	11.7
\$5,000 to \$50,000	67	28.3
Under \$5,000	65	4.6
Total	146	
1958:		
Above \$100,000	5	54.4
\$50,000 to \$100,000	10	12.2
\$5,000 to \$50,000	69	29.0
Under \$5,000	63	4.4
Total	147	
1959:		
Above \$100,000	6	55.1
\$50,000 to \$100,000	12	14.9
\$5,000 to \$50,000	64	25.2
Under \$5,000	64	4.8
Total	146	
1960:		
Above \$100,000	9	58.8
\$50,000 to \$100,000	13	13.9
\$5,000 to \$50,000	67	23.8
Under \$5,000	55	3.5
Total	144	

It must be noted that the state library altered the amounts of the various income categories beginning with the 1957 Annual Report. Despite the change, the figures remain generally comparable. Over the period the number of smaller libraries receiving the lesser incomes decreased considerably from 83 in 1951 to 55 in 1960. Likewise the percentage of the population served by this group decreased -- from 6.84 per cent in 1951 to 3.5 per cent in 1960. At the same time, the number of libraries receiving \$100,000 or more annually increased from four in 1951 to nine in 1960; while the percentage of the population served by these larger libraries also

increased -- from 41.77 per cent in 1951 to 58.8 per cent in 1960. The number of libraries in the second highest income category increased from five to 13 over the period, while the population served by this group rose from 6.46 per cent to 13.9 per cent. The third income category increased from 48 libraries in 1951 to 67 in 1960; the percentage of the population served by this group rose from 20.01 per cent to 23.8 per cent. Only the lowest income group experienced a drop both in number of libraries in the group and in the percentage of the total state population served by the group. There was an over-all increase of four tax supported libraries over the period -- from 140 in 1951 to 144 in 1960.

At the beginning of this section it was noted that ten years ago the local revenues accounted for 94.2 per cent of the total income of the libraries in Missouri, while the remaining 5.8 per cent was received by the libraries in the form of state aid. In order to illustrate how the picture has changed over the past decade, and to show the quantitative role of federal funds since 1957, Table 2 presents the applicable figures for each fiscal year during the period. The total annual income of tax supported libraries in the state in 1960-61 was more than double that of 1950-51. The earlier year produced \$3,473,828 compared with \$7,855,973 a decade later. The increase was accounted for primarily by the larger sums collected at the local level for the support of library facilities. The annual income figures indicate that the disparity between the two years was the result of rather steady increases in tax revenues over the decade rather than from increased state financial participation.

With regard to state aid, the legislature appropriated \$200,000 for this purpose in fiscal year 1950-51 and continued to reappropriate this sum through fiscal year 1954-55. For each of the next three years the appropriation was \$250,000. In fiscal year 1958-59 the amount was increased to \$255,538, and the following year to \$257,500, the latter figure being repeated in fiscal year 1960-61.

Since Missouri began to participate under the federal Library Services Act in 1957, \$682,892 has been received by the state for the purpose of expanding public library services in the rural areas where either inadequate or nonexistent service previously resided. In 1957 the initial federal funds were used to adapt and prepare the facilities and personnel of the Missouri State Library for the new administrative role it was subsequently to play when the local libraries would begin participating. As indicated in Table 2, the total annual sums received by the state since 1957 have varied. The most received in any one year was \$200,736 for fiscal year 1959-60, while the lowest sum was \$40,000 in fiscal year 1956-57, the latter being the time when the state library was equipping and staffing itself for its new administrative tasks.

The percentage of the total library income derived from local tax revenues was in fiscal year 1960-61 almost identical to what it was in 1950-51. At the beginning of the decade it was 94.2 per cent while in fiscal year 1960-61 it was 94.3 per cent. As the total income of all tax supported libraries increased over the first years of the decade, and as the amount of the legislature's appropriations remained stable, the percentage of the income derived from taxes rose steadily reaching 96.0 per cent in fiscal year 1954-55. The following year the percentage figure began to decline; in 1960-61 it was 94.3 per cent.

Table 2

ANNUAL TOTAL LIBRARY INCOME, AMOUNTS OF STATE AID, AMOUNTS OF FEDERAL FUNDS, AND
PERCENTAGES DERIVED FROM LOCAL TAXES, STATE AID, AND FEDERAL FUNDS:
1951 - 1961

Year	Total Library Income	State Aid	Federal Funds	Total Income from Taxes	Per Cent from Taxes	Per Cent from State Aid	Per Cent from Federal Funds
1950-51	\$3,473,828	\$200,000		\$3,273,828	94.2	5.8	
1951-52	3,609,532	200,000		3,409,532	94.4	5.6	
1952-53	3,753,236 est.	200,000		3,545,236	94.5	5.5	
1953-54	4,893,555	200,000		4,693,555	95.9	4.1	
1954-55	5,077,546	200,000		4,877,546	96.0	4.0	
1955-56	5,552,574	250,000		5,302,574	95.4	4.6	
1956-57	6,325,254	250,000	40,000	6,035,254	95.4	4.0	.6
1957-58	6,840,572	250,000	119,936	6,470,636	94.6	3.6	1.8
1958-59	7,119,587	255,538	134,010	6,730,039	94.5	3.5	2.0
1959-60	7,487,780	257,500	200,736	7,029,544	94.0	3.4	2.6
1960-61	7,855,973 est.	257,500	188,210	7,410,263	94.3	3.3	2.4

Regarding the percentage of library income derived from state aid, the figures in Table 2 indicate a generally steady decline from 5.8 per cent in fiscal year 1950-51 to 3.3 per cent ten years later. In percentage terms the federal funds contributed 0.6 per cent of the total library income in fiscal year 1950-51. As seen in the Table, in the four subsequent years since 1957 these funds have successively contributed 1.8, 2.0, 2.6, and 2.4 per cent.

Another important aspect of library finance and its service component is that concerning the legislature's appropriations over the past decade for bookmobile demonstrations in the rural areas. These demonstrations are carried out through the facilities and under the direction of the state library. The significance of these operations lies not only in direct services rendered to areas lacking library service, but also in the fact that they have sparked interest in and support for new or expanded local library services. In Table 3 will be found the annual appropriations over the past ten years, along with the number of counties in which bookmobile demonstrations were conducted. As will be seen the appropriations for bookmobile service have declined considerably over the past decade. In fiscal year 1950-51, \$70,000 was appropriated, while in 1960-61 the figure was \$56,900. Over the ten-year period as a whole, there was a general decline in the first five fiscal years, and then in the following years there were subsequent rises from the low 1953-54 and 1954-55 figures of \$50,000 to the high 1960-61 sum of \$56,900. With regard to the various numbers of counties served in each fiscal year, more libraries were receiving bookmobile service demonstrations in 1960-61 than in 1950-51, despite the fact that the appropriation was \$13,100 lower in the more recent fiscal year. Further, the figures in Table 3 indicate that far less money was being appropriated for "operations" in the later years than in the earlier years of the decade. In 1950-51, for instance, \$25,000 was allotted for operations, as compared with only \$11,000 in 1957-58. Somewhat more was allocated for "salaries" in the later years, and somewhat less for "repairs and replacements."

At the present time half of the appropriations made for state grants-in-aid are allocated on a per capita basis in proportion to the amount of population which the various tax supported libraries contribute to the total population receiving library service in the state. Forty per cent is allocated on the basis of population to county and regional libraries where existing one mill or more library taxes yield less than one dollar per capita. The remaining 10 per cent is allocated, again on a population basis, to newly established county and regional libraries.

The formulae by which these three percentages of the appropriations are allocated are described by the Missouri State Library in its 1960 Annual Report as follows:

I. Formula For Per Capita Grants (50 per cent of total appropriation):

1. Total monies available divided by total population served
equals
amount of money available for allocation per capita,

Table 3

ANNUAL APPROPRIATIONS FOR STATE BOOKMOBILE OPERATIONS
AND THE NUMBER OF COUNTIES SERVED EACH YEAR FOR THE
PAST TEN YEARS

Year	Appropriations For:			Total	Counties Served
	Salaries	Repairs and Replacements	Operations		
1950-51	\$20,000	\$25,000	\$25,000	\$70,000	6
1951-52	22,500	25,000	20,000	67,500	6
1952-53	22,500	25,000	20,000	67,500	6
1953-54	22,500	15,000	12,500	50,000	6
1954-55	22,500	15,000	12,500	50,000	6
1955-56	22,500	20,000	10,000	52,500	4
1956-57	22,500	20,000	10,000	52,500	4
1957-58	25,000	20,000	11,000	56,000	6
1958-59					6
1959-60				56,500	9
1960-61				56,900	9

2. Population of library district served
multiplied by
amount of money available for allocation per capita
equals
total amount of monies allocated to library district for
State Aid.

II. Formula For Equalization Grants (40 per cent of total monies):

1. For each county: amount of income from tax rate divided by
population of area served
equals
per capita tax income.
2. For each county: one dollar minus per capita tax income
equals
per capita difference needed from State Aid.
3. For each county: per capita difference needed from State Aid
multiplied by
population of area served
equals
total amount of State Aid monies needed to provide one dollar
per capita for each county.
4. Total for all counties
equals
total amount of State Aid needed to reach a common base of
one dollar per capita for all counties.
5. Total amount of money available for allocation for EQUALIZA-
TION GRANTS divided by total State Aid needed to reach a
common base of one dollar per capita for all counties
equals
percentage of total State Aid needed and which is available.
6. For each county: total amount of State Aid monies needed to
provide one dollar per capita for each county
multiplied by
percentage of total State Aid needed and which is available
equals
total amount of State Aid monies available to each county for
EQUALIZATION GRANTS.

Unused balance of monies to be added to funds available on per capita
basis to all eligible libraries.

III. Formula for Establishment Grants (10 per cent of total monies);

1. Twenty cents per capita to a county which votes a legal (one mill) library tax.
2. Thirty-five cents per capita to a county or counties which agree to create a regional library. (This may be in addition to the benefits in #1 above.)
3. Thirty-five cents per capita to a county or counties which join an established regional library.

Unused balance of monies to be added to funds for an equal per capita distribution to all eligible libraries.

In order to view with perspective how the sums of state aid received by libraries have changed over the decade of the 1950's, four tables are presented below indicating the aid received in fiscal years 1950-51 and 1960-61 by representative groupings of the state's libraries (at the conclusion of the chapter are tables presenting the appropriate figures for all libraries receiving state aid in the two fiscal years concerned). Table 4 includes libraries serving population groups of over 100,000. Table 5 contains representative libraries from those which serve population groups of from 25,000 to 100,000. Table 6 includes libraries serving from 10,000 to 25,000, and Table 7 contains libraries serving under 10,000 people.

Table 4

STATE AID TO LIBRARIES SERVING OVER 100,000

Library	Population Served		1950-51 Aid	1960-61 Aid
	1950	1960		
Kansas City	462,802	438,018	\$16,984.09	\$29,976.87
St. Louis	856,796	750,026	33,252.78	55,496.87
St. Louis County	250,314	467,913	8,157.94	16,213.48
Jackson County	78,233	184,714	3,076.39	5,067.35

Table 5

STATE AID TO LIBRARIES SERVING FROM 25,000 To 100,000

Library	Population Served		1950-51 Aid	1960-61 Aid
	1950	1960		
Dunklin County	45,329	39,139	\$14,387.04	\$ 7,886.87
Greene County	38,092	30,411	5,300.75	2,467.32
New Madrid County	36,318	28,637	9,837.57	2,352.41
Springfield	66,731	95,865	2,539.70	4,322.34

Table 6

STATE AID TO LIBRARIES SERVING FROM 10,000 To 25,000

Library	Population Served		1950-51 Aid	1960-61 Aid
	1950	1960		
Cape Girardeau	21,578	24,947	\$ 815.33	\$ 849.30
Clayton	16,035	15,245	0.00	0.00
Henry County	17,614	16,512	751.19	1,140.90
Laclede County	12,202	10,771	2,525.04	930.35
Maplewood	13,416	12,552	520.54	868.99
Mississippi County	22,551	20,695	6,936.29	1,460.69
St. Charles	14,314	21,189	497.92	927.16
Sikeston	11,640	13,765	387.98	753.95
Texas County	18,992	17,758	4,024.12	3,726.44
Wright County	15,834	14,183	6,921.10	4,448.70

Table 7

STATE AID TO LIBRARIES SERVING UNDER 10,000

Library	Population Served		1950-51 Aid	1960-61 Aid
	1950	1960		
Aurora	4,153	4,683	\$ 163.70	\$ 269.00
Brookfield	5,810	5,694	238.96	376.33
Caruthersville	8,614	8,643	301.35	557.95
Maryville	6,834	7,807	248.67	442.66
Monroe City	2,093	2,337	80.99	135.57
Mound City	1,412	1,249	60.15	91.46
Neosho	5,790	7,452	220.96	375.03
Putnam County	9,166	6,999	821.24	593.71
Valley Park	2,956	3,452	100.06	191.47
Webb City	6,919	6,740	277.75	448.16

At the present time only four libraries in the state serve populations in excess of 100,000. The Jackson County Library joined this group during the past decade. The St. Louis Library, largest in the state (at least in terms of population served), received the largest amounts of state aid monies in fiscal years 1950-51 and 1960-61. This library served 106,770 fewer people in 1960 than it did during 1950, though its share of the state aid appropriations increased from \$33,252.78 in 1950-51 to \$55,496.87 in 1960-61. On the other hand, the St. Louis County Library served 217,599 additional people in 1960 while having its share of state aid to libraries almost doubled -- in 1950-51 it received \$8,157.94 and ten years later it received \$16,213.48. The Kansas City Library served 24,784 fewer in 1960 than

it served in 1950. Its share of state aid increased from \$16,984.09 in fiscal year 1950-51 to \$29,976.87 in 1960-61. The fourth, and most recent addition to this larger category of Missouri libraries, the Jackson County Library, served 106,481 more persons in 1960 than it did in 1950, and the sum of its state aid increased from \$3,076.39 in 1950-51 to \$5,067.35 in 1960-61.

Table 5 above shows that the amounts of state aid received by libraries serving from 25,000 to 100,000 population have not remained static. There are actually at the present time 17 libraries in this population category. As the Table indicates some received more state aid in fiscal year 1960-61 than they did ten years ago, while others received less. However, a sizeable proportion of the libraries in this category (seven in number) are regional systems which have been created since 1950.

The ten libraries in Table 6 above are representative of some 36 libraries serving populations of from 10,000 to 25,000. Again, some are receiving far less in state aid than they did in 1950, while others are receiving substantially more. For instance, the Henry County Library received only \$751.19 in fiscal year 1950-51, compared with \$1,140.90 in 1960-61. On the other hand, the Laclede County Library received \$2,525.04 in 1950-51, but only \$930.35 in 1960-61. Both of these libraries were serving somewhat smaller populations in 1960 than ten years ago. Within this category, St. Charles represents a wealthier area which has gained about one-third of its population since 1950. It received \$497.92 in 1950-51 and \$927.16 in 1960-61.

Table 7 represents the largest category of libraries -- those serving populations of less than 10,000. For the most part these libraries received larger sums of state aid in fiscal year 1960-61 than they did in 1950-51. The sums of money are not large relatively, though some libraries in this category are receiving several hundred dollars more than they did ten years ago.

At this point the fiscal recommendations made by the Missouri Libraries Planning Committee in 1953 will be reviewed in light of what has actually occurred over the past few years. In 1953 the Planning Committee stated that in order to provide at least minimum adequate library service to all citizens of the state,

.....the localities which do not achieve this rate (sometimes termed the one-mill rate) should immediately come up to this level and should not benefit from supplementary state funds until they do. On the other side, the considerable number of localities that have come up to the minimum legal rate of two-mills demonstrate that this degree of effort is within reach of many Missouri communities.³

In its published recommendations the Planning Committee also stated:

3. Missouri Libraries Planning Committee. Improving Public Library Service in Missouri. 1953, p. 36.

The libraries of Missouri must be financed at a more adequate level through joint effort on the part of localities and of the state government,

- a. Localities must move steadily toward the legal rate limit of two mills (twenty cents on each hundred dollars assessed valuation), which is now achieved by only fifteen per cent of Missouri units.⁴

As observed earlier, there has in fact been an increase from 34 to 46 in the number of libraries supported by tax rates above one mill. At the same time there has been a reduction of from 20 to 13 in the number of libraries supported by less than the one mill rate. Too, the number of libraries receiving two mill tax support has increased from 21 in 1951 to 28 in 1961. In terms of the recommendations of the Planning Committee these figures represent an improvement over the picture presented ten years ago. The Planning Committee recommended that localities move toward the two mill rate, and presently there are seven additional libraries receiving support in this amount. However, in the strict sense of the committee's terminology, which said that localities supporting their libraries in the amount of less than two mills "should immediately come up to this level," progress has not measured up to the recommendations.

In regard to the Planning Committee's 1953 recommendations concerning the state's financial role in supporting public libraries, it was suggested that:

The State, under general responsibilities for education and specific constitutional obligations for library service, should rapidly increase its contribution from the present five per cent of library expenditures toward one-quarter of the total, a sum of \$1,000,000 per year for local library units.⁵

In other words the committee stated:

The future of books and educational services for all the people of Missouri depends upon the state governments meeting a greater share of its obligations for libraries. While no one can prescribe the exact portion of total library costs that the state should carry, certainly a minimum of one-quarter of the total -- several times the present amount -- should be furnished by the state.⁶

It was seen in Table 2 that in fact the amount of state aid to public libraries in the state increased from \$200,000 in fiscal year 1950-51 to \$257,500 in 1960-61. But though the appropriation increased by \$57,500, state aid represented

4. Ibid., p. 50.

5. Ibid., p. 50.

6. Ibid., p. 36.

only 3.3 per cent of total library income in 1960-61. The percentage is somewhat distorted by the inclusion of federal library funds received since 1957; even with this, the recommended levels have hardly been approached.

In a further recommendation the Missouri Libraries Planning Committee stated, "Equalization should be based on a minimum rate of \$1.50 per capita for library service."⁷ In justification of the recommendation it was said:

At present one-half of the supplementary funds appropriated by the state legislature are used to bring libraries up toward the minimum rate of \$1.00 per capita. This is not a realistic figure, because \$1.00 per capita will no longer support modern library service. The \$1.00 figure, adopted twenty years ago by the American Library Association as a rough measure of library costs, was raised in 1948, and is once again out-of-date. This latter figure will serve as a practical working measure for equalization at the present time, but it should be designated in the regulations of the State Library Advisory Board rather than in legislation so that it can be adjusted up or down as the value of money changes.⁸

The basis for determining which county (or regional) libraries do or do not receive equalization grants is still bound to the matter of whether a one mill or more supporting tax yields one dollar per capita in revenue. Though the necessities which lay behind this recommendation of the Planning Committee have undoubtedly grown more pronounced over the years, there has been no raising of the one dollar equalization minimum.

The Missouri Libraries Planning Committee in 1953 recommended further that:

Special encouragement must be given to regional libraries serving two or more counties and such should receive special financial aid as a means of bringing service to districts with limited population: . . . Local outlets must be integrated parts of units of library service with an annual income of at least \$49,775, the bare minimum necessary to buy the reading and related materials demanded most frequently by the people and to provide a staff able to insure full benefit from the resources; units of at least this size are also necessary because they make more efficient use of each tax dollar through lower unit operating costs.⁹

Both recommendations are concerned, at least in part, with the formation and development of regional libraries; and as has been noted previously 10 per cent

7. Ibid., p. 37.

8. Ibid.

9. Ibid., p. 49.

of state aid monies may be used for purposes of giving establishment grants to newly formed county and regional libraries. Since 1950 nine regional library systems have been formed, while two which were formed in 1949 have subsequently been dissolved. These latter two are the Hickory-St. Clair Regional and the Christian-Stone Regional Libraries. Establishment grants are, of course, designed in part to encourage the development of library service and facilities, and, in the words of the Planning Committee:

If new and adequate units necessary in improving Missouri library service are to get under way, they must be given special help at the outset. Libraries voted by the citizens in spring elections do not begin to get funds until the autumn. More serious, new units face heavy initial costs -- for a basic book collection, for a bookmobile, for suitable quarters.¹⁰

The Planning Committee also recommended establishment grants in the amounts of \$5,000 annually for a period of two years. In actuality the grants are paid only once -- that is, they are not recurring, and, as mentioned earlier, are figured on the following basis:

1. Twenty cents per capita to a county or counties which elect to establish a one mill library tax.
2. Thirty-five cents per capita to a county or counties which elect to establish a regional library.
3. Thirty-five cents per capita to a county or counties which join an established regional library.

This particular recommendation of the Planning Committee has been adopted in part. The one establishment grant allocated in fiscal year 1960-61 was paid to the Ste. Genevieve County Library in the amount of \$6,180.35 for its participation in the Ozark Regional Library.

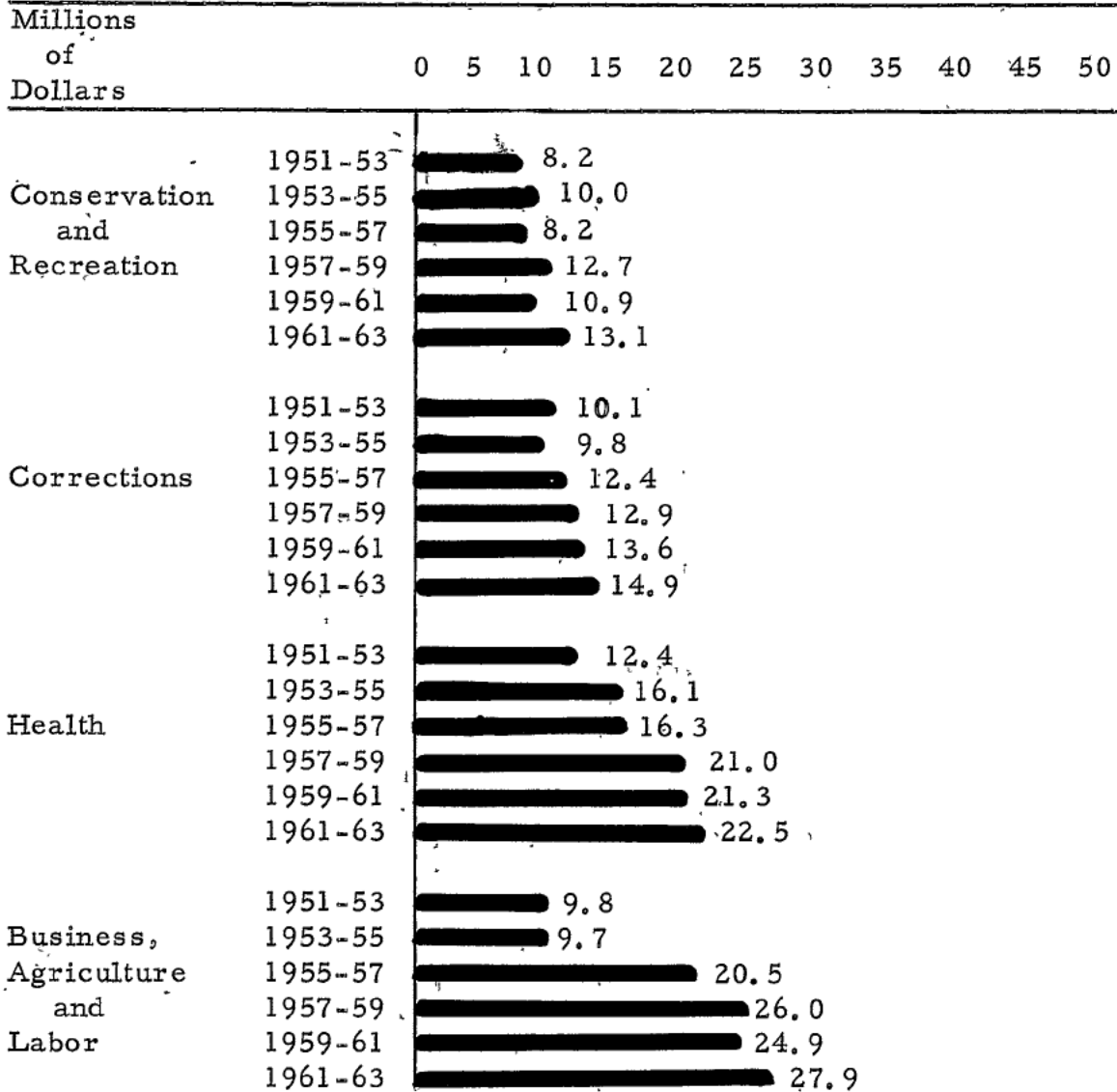
TRENDS IN THE FINANCIAL SUPPORT OF STATE PROGRAMS

The question arises whether or not the larger sums which have been appropriated for the purpose of aiding public libraries in Missouri have kept pace with the increased appropriations for other programs in the state. In order to make some evaluation of the trends in this regard the legislature's appropriations for most of the state's programs were examined for the period between 1951 and 1963. The relevant figures are presented in Tables 8 and 9. In Table 8 it may be seen that appropriations in support of the state's efforts to combat mental diseases more

10. Ibid., p. 39.

Table 9

THE MISSOURI LEGISLATURE'S APPROPRIATIONS
FOR OTHER OF THE STATE'S PROGRAMS
FOR FISCAL YEARS 1951-53 THROUGH 1961-63



than doubled over the period, from a total of \$23.1 million in 1951-53 to \$54.1 million in 1961-63, an increase of 134 per cent. Appropriations for higher education in the state increased from \$28.4 million to \$66.8 million, an increase of 135 per cent. Public schools appropriations increased from \$112.7 million to \$257.1 million, or 128 per cent. Support of welfare programs increased from \$208.2 million in 1951-53 to \$298.8 million in 1961-63, an increase of 43 per cent. In support of the state's highway programs, the sum increased from \$156.4 million in 1951-53 to \$308.3 million in 1961-63. The latter figure is a decrease from an appropriation of \$404.3 million in 1959-61, but the over-all increase for the longer period was 143 per cent.

Regarding other state programs representing much lesser dollar magnitudes, appropriations for conservation and recreation purposes increased from \$8.2 million in 1951-53 to \$13.1 million in 1961-63, an increase of about 60 per cent, though the increase in this area was not consistent over the years. Appropriations for corrections increased from \$10.1 million to \$14.9 million, or 48 per cent. In support of health programs the legislature increased appropriations from \$12.4 million in 1951-53 to \$22.5 million in 1961-63, an increase of 81 per cent. Finally, appropriations in the combined areas of business, agriculture, and labor increased from \$9.8 million to \$27.9 million, or 184 per cent.

Appropriations for state aid to public libraries are funneled through the Division of Higher Education. It will be seen that the appropriations in support of higher education have increased 135 per cent from 1951-53 to 1961-63. Only two categories of appropriations increased by higher percentages -- highways received an increase of 143 per cent and the combined appropriations for business, agriculture, and labor increased 184 per cent.

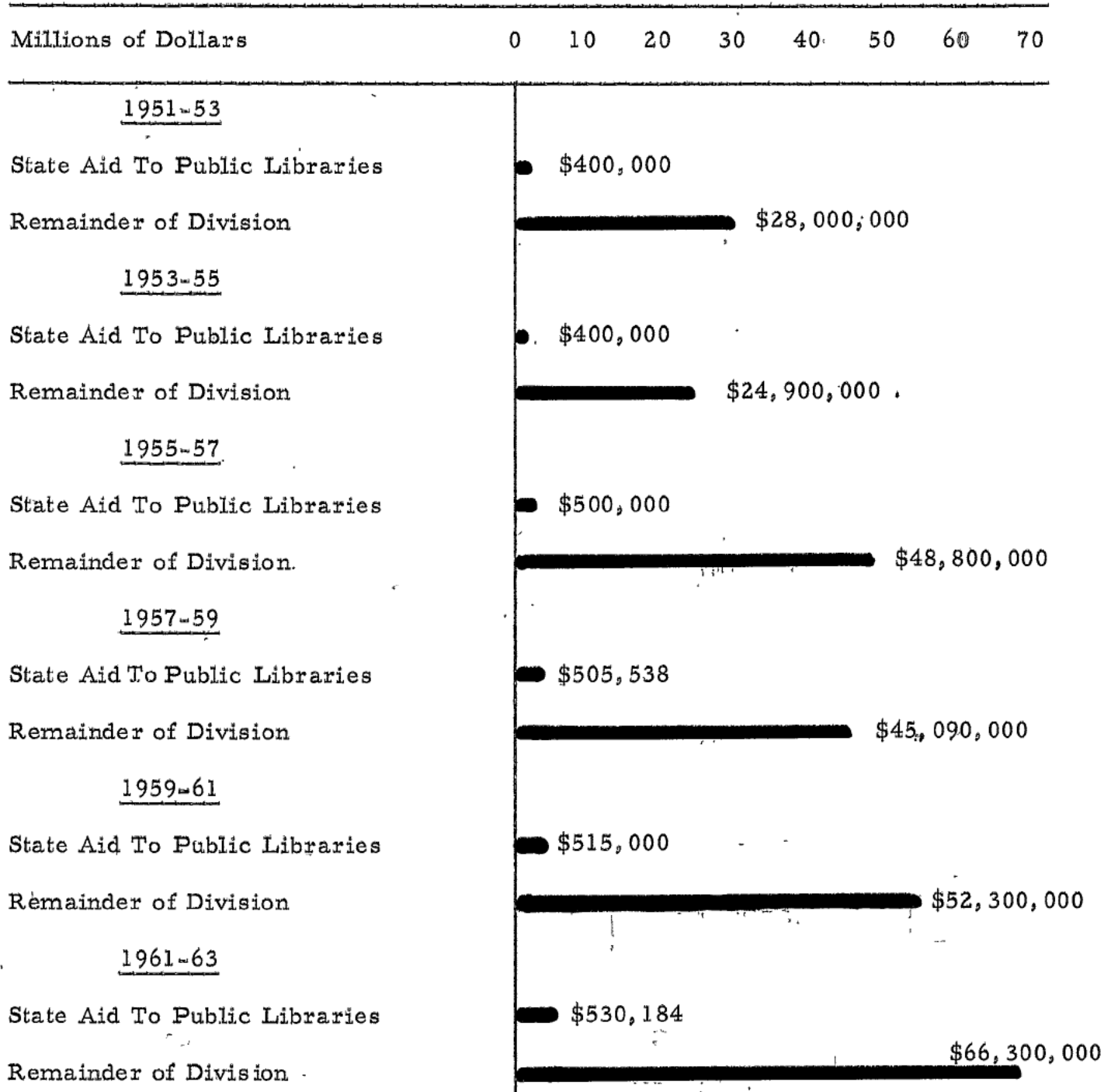
This, however, obviously does not bring the proper focus to the question at hand. It must be seen what proportion state aid sums have contributed to the increased appropriations for higher education. Table 10 shows that whereas state aid appropriations to libraries increased from \$400,000 in 1951-53 to \$530,184 in 1961-63, the remaining appropriations for the division increased from \$28,000,000 to \$66,300,000. In other words the increases in state aid amounted to 32.5 per cent, while the remaining appropriations for the Division of Higher Education represent an increase of 135 per cent. Appropriations for state aid have not been increased at the rate which many other state non-library programs have experienced; nor have they kept pace with the increases which the Division of Higher Education as a whole has experienced.

THE EFFECTS OF FEDERAL GRANTS ON STATE PROGRAMS SINCE 1957

In June of 1956 President Eisenhower signed into law the Library Services Act. The act was sub-titled, "An Act to promote the further development of public library service in rural areas," and it was to be in effect for five years. In 1961, Congress extended its life an additional five years. This act called for an appropriation of \$7,500,000 per year for five years, but in actuality the monies spent did not amount to this figure. The total sums allocated through 1960 have been: \$2.05 million in

Table 10

STATE APPROPRIATIONS FOR AID TO PUBLIC LIBRARIES
AND TO THE REMAINDER OF THE DIVISION OF HIGHER EDUCATION:
1951-53 THROUGH 1961-63



fiscal year 1957, \$5.0 million in 1958, \$6.0 million in 1959, and \$6.1 million in 1960. It has been observed that over 30,000,000 people have received new or improved library services as a result of these expenditures. Also as a result, the various states have been stimulated in such degree as to increase their appropriations an average of 54 per cent,¹¹ and in rural areas in the nation as a whole the use of books increased about 40 per cent.¹² Almost 280 different projects, financed in part by federal funds and in part by state funds, had been formulated and put into operation by May of 1960.¹³

In 1960, 30 states accepted maximum payments in light of their state plans for rural public libraries. Among these the payments ranged from a low of \$11,079 to the Virgin Islands, to a high of \$302,331 to North Carolina. The funds budgeted by the 52 states and territories in 1960 amounted to a total of \$20,429,306. Of this total \$9,064,541 was allocated by state governments, \$4,218,298 by local governments, and \$7,146,467 by the federal governments.¹⁴

Of the patterns of organization and administration which the Library Services Act has entailed in the various states, John G. Lorenz and Herbert A. Carl (Director and Research Librarian respectively of the Library Services Branch, Office of Education, United States Department of Health, Education, and Welfare) have said:

Each state under the LSA is unique and has developed its own solutions to the problem of bringing books and library services to people. However, there have been general trends in the patterns of organization and administration under the Act which can be broadly classified under two main headings: 1) development of systems of libraries (principally through consolidation, federation, and cooperation); and 2) the strengthening of the services of the state agencies themselves either by state branches and bookmobiles dealing directly with readers, or by state branches, bookmobiles, area offices, processing centers, etc., which deal only with individual libraries or systems of libraries.¹⁵

The more significant sections of the Library Services Act are the following:

-
11. McCormick, Kenneth: A Broad View of the LSA. ALA Bulletin, 54:375, May 1960.
 12. Ibid., p. 376.
 13. Ibid.
 14. Lorenz, John G., and Carl, Herbert A.: The Library Services Act After Four Years. ALA Bulletin, 55:534, June 1961.
 15. Ibid., p. 535.

It is the purpose of the Act to promote the further extension by the several states of public library services to rural areas without such services or with inadequate services.

The provisions of the Act shall not be so construed as to interfere with State and local initiative and responsibility in the conduct of public library services. The administration of public libraries, the selection of personnel and library books and materials, and, insofar as consistent with the purposes of this Act, the determination of the best uses of the funds provided under this Act shall be reserved to the States and their local subdivisions.

.....
Section 3. There is hereby authorized to be appropriated for the fiscal year ending June 30, 1957, and for each of the four succeeding fiscal years the sum of \$7,500,000 which shall be used for making payments to States which have submitted and had approved by the Commissioner of Education State plans for the further extension of public library services to rural areas without such service, or with inadequate services.

Section 4. (a) From the sums appropriated pursuant to section 3 for each fiscal year, the Commissioner shall allot \$10,000 to the Virgin Islands and \$40,000 to each of the other states, and shall allot to each State such part of the remainder of such sums as the rural population of the State bears to the rural population of the United States, according to the most recent census.

.....
Section 5. (c) The determination of whether library services are inadequate in any area within any State shall be made by the State library administration agency of such State.

.....
Section 6. (c) For the purposes of this section the "Federal share" for any State shall be 100 per centum less the State percentage and the State percentage shall be that percentage which bears the same ratio to 50 per centum as the per capita income of such State bears to the per capita income of the continental United States (excluding Alaska), except that (1) the Federal share shall in no case be more than 66 per centum or less than 33 per centum, and (2) the Federal share for Hawaii shall be 50 per centum and for Alaska, Puerto Rico, and the Virgin Islands shall be 66 per centum.

.....
(e) No portion of any money paid to a State under this Act shall be applied, directly or indirectly, to the purchase or erection of any building or buildings, or for the purchase of any land.

(f). No portion of any money paid to a State under this Act shall be used, directly or indirectly, to provide or improve library services in any area other than a rural area; except that nothing contained herein shall be construed to prohibit the utilization of such money by public libraries in nonrural areas for the exclusive purpose of extending public library services to rural areas, if such utilization has been provided for in an approved State plan covering the areas affected.

The law, then, explicitly states that the relevant participating states and their local subdivisions are to retain administrative and supervisory power over the library services provided for by the federal funds. Also, they are to select the personnel and the various library materials; and they may determine the best uses to which the funds may be put, "insofar as consistent with the purposes of this Act." The act stipulates that each participating state must submit state plans to the commissioner of Education declaring the purposes, policies, and methods to be utilized. The commissioner may approve or disapprove the plans on the basis of conformity to the goals of the act. Plans once approved may be amended from time to time with the commissioner's approval.

The projects which are formulated and developed by the states and their local units are to be specified and described in the annual application for funds. Too, the law sets certain requirements designed to insure that state funds will not subsequently be reduced, and that they will be provided in the proper proportions. Grants are to be matched by the states according to a formula based on the state's per capita income, and additional funds are to be allocated on the basis of the rural population of the state as compared to that of the nation as a whole. As seen in Section 6 (c) quoted above, the federal share of the expenditures is not to fall below 34 per cent, nor go above 66 per cent, of the total amount. Furthermore, it is stipulated that state support of all public libraries in a particular state may not be reduced to a point below the 1955-56 base year. This includes both state appropriations and local financial support of the libraries in the state involved.

It is expressly stipulated in the act that the federal monies may not be expended for erecting or purchasing buildings, or for the purchase of land. It also stipulates that rural areas are to be conceived as those with less than 10,000 people, but that public libraries in larger population areas may be utilized if "for the exclusive purpose of extending public library services to rural areas" and "if such utilization has been provided for in an approved State plan covering the areas affected."

The record of the federal funds which have been available to Missouri, and those which have actually been claimed since the Library Services Act was passed in 1957, is as follows:

	<u>Federal Funds Available</u>	<u>Claimed By Missouri</u>
Fiscal Year 1957	\$40,000	\$40,000
Fiscal Year 1958	120,099	119,936
Fiscal Year 1959	147,343	134,010
Fiscal Year 1960	201,706	200,736
Fiscal Year 1961	189,180	188,210

Thus Missouri only once claimed all of the funds available. This was in the initial year of the act, 1957. In fiscal year 1959 it failed to claim as much as \$13,333. In the other three years the state claimed almost all the monies available to it.

The "Missouri Plan," as formulated and described by the Missouri State Library, outlines five program objectives:¹⁶

1. To establish permanent and adequate public library service in unserved areas.
2. To make those uses of federal funds that are best calculated to produce permanent results in library service progress.
3. To stimulate through demonstrations permanent improvements in public library service throughout the state by creating a desire on the part of libraries with inadequate resources to take steps required in achieving a defined state of adequacy.
4. To promote the growth and improvement of library service furnished by all public libraries in rural areas in such a manner that will lead to the creation of a "system of libraries."
5. During the course of the program a prime objective shall be the concerted focusing of public attention upon and understanding of good public library service.

The "Missouri Plan" specifies four types of projects which may be financed in part by federal funds under the Library Services Act: (1) library service demonstrations, (2) improved service demonstration grants, (3) establishment grants for cooperative service programs, and (4) in-service training projects.

On the following pages are lists of the various projects which have been planned and developed for different counties and other areas in Missouri. It will be remembered that the one project in the initial year, fiscal year 1957, was the task of equipping and staffing the state library in preparation for participation in the programs in the subsequent years.

16. Missouri State Library. The Missouri Plan Under the Library Services Act. 1959.

Table 11

LIBRARY PROJECTS IN FISCAL YEAR 1958

Augmentation of the state library staff, equipment, and circulating resources necessary for the accelerated program of increased and improved local library service.

Augmentation of the staff, equipment, and circulating resources of the two regional bookmobile demonstrations conducted by the State Library.

Financing a public library service demonstration to Dade county by the Southwest Regional Library.

Financing a public library service demonstration to Benton county by the Boonslick Regional Library.

Subscriptions for five scholarships for library school students.

Financing a three-level program of in-service training for practicing librarians.

A financial grant to one municipal library for entering a system of library service.

Table 12

LIBRARY PROJECTS IN FISCAL YEAR 1959

Augmentation of the state library staff, equipment, and circulating resources necessary for the accelerated program of increased and improved local library service; purchase of a thirty-minute television publicity kinescope; purchase of a 16-minute sound and color filmstrip on the subject of regional libraries.

Augmentation of the staff, equipment, and circulating resources of the two regional bookmobile demonstrations conducted by the state library; purchase of a new bookmobile.

Financing a public library service demonstration to Dade county by the Southwest Regional Library.

Financing a public library service demonstration to Benton county by the Boonslick Regional Library.

Subscriptions for five scholarships for library school students.

Financing a three-level program of in-service training for practicing librarians and five regional Governor's Conferences for public library trustees.

Financial grants to three municipal libraries for entering systems of library service.

Financing a public library demonstration to Gasconade and Warren Counties by the Franklin County Library.

Financing a cooperative service program, still in the planning stage.

Table 13

LIBRARY PROJECTS IN FISCAL YEAR 1960

Augmentation of the state library staff, equipment, and circulating resources necessary for the accelerated program of increased and improved library services; and purchase of various publicity pieces.

Augmentation of the staff, equipment, and circulating resources of the two regional bookmobile demonstrations conducted by the state library, and augmentation of the staff and books of local libraries participating in the demonstrations.

Financing the completion of a public library service demonstration to Benton county by the Boonslick Regional Library.

Subscriptions for five scholarships for library school students.

Financing a three-level program of in-service training for practicing librarians and five regional Governor's Conferences for public library trustees.

A financial grant to two municipal and one county libraries for entering systems of library service.

Financing the completion of a public library service demonstration to Gasconade and Warren counties by Franklin county.

Financing the establishment of the Library Services Center in Springfield (a self-supporting, ordering, cataloging, and processing service for contracting libraries).

Financing a public library service demonstration to Ste. Genevieve county by the Ozark Regional Library.

Financing the completion of a public library service demonstration to Howard, Boone, and Callaway counties.

Table 14

LIBRARY PROJECTS IN FISCAL YEAR 1961,
with Amounts for Each

<u>Project</u>	<u>Salaries</u>	<u>Books</u>	<u>Equipment</u>	<u>Operations</u>
Augment state library	\$50,000	\$18,000	\$15,886	\$6,150
Augment two demonstrations	16,550	9,400	900	2,800
Five scholarships	10,000			
Local merger grants	6,800	5,670	1,555	
A local demonstration	2,859	3,065		852
Regional bibliographic center	2,000	365		480
Efficiency survey of state library	4,000			
Survey of publicity values in public libraries	10,000			
Survey and standards for public libraries in Missouri	1,683			254

Table 15

LIBRARY PROJECTS IN FISCAL YEAR 1962,
with Amounts for Each

<u>Projects</u>	<u>Salaries</u>	<u>Books</u>	<u>Equipment</u>	<u>Operations</u>
Augment state library	\$43,807	\$6,775		\$4,085
Augment two demonstrations	18,333		4,000	5,400
Five scholarships	10,000			
Five internships	1,000			
In-service training	3,500			8,750
Improved service demonstration grants	6,738	7,500		2,500
Research into optimum size of Missouri regional libraries	5,000			2,600
Regional bibliographic service	4,900			3,209
Research into publicity values in public library service	13,347			
Survey of public library service in Missouri	8,500			2,250
Experimental center for research	10,000			
Hickory county demonstration service	3,250			
Eldon demonstration service	300	2,750	250	
Crystal City and Festus demonstration service	500	3,500	500	
DeSoto demonstration service	300	2,250	250	
Herculaneum demonstration service	492	200		

As a review of the projects over the six-year period will indicate, a significant proportion of the federal funds have been expended in an effort to furnish qualified personnel, proper equipment, and circulating resources for the state library in order that it may successfully fulfill its obligations under the Library Services Act and the "Missouri Plan." Also the state library's facilities for providing regional bookmobile demonstrations have been considerably improved. Some nine grants have been allocated to local libraries for entering into systems or regional libraries.

One of the most significant projects realized through federal subsidization has been the bibliographic center in Springfield which opened on March 1, 1961. This center, located in the Springfield Public Library, is a district interlibrary reference and loan facility which expedites the delivery of library materials within the district which it serves. The district is composed of about 26 public libraries located in 20 counties in the southwest part of the state. Among its services are the teletyping of requests for materials to the state library which are not available in the collections of the Springfield Public Library, and storage space for materials seldom used in the affiliated local libraries.

Also as a result of federal monies a number of scholarships have been subscribed to which are allotted to potential librarians who presumably will serve later in Missouri's local libraries. And a number of research studies have been undertaken which, when completed, will serve to make Missouri's over-all library system operate more fruitfully and successfully. Among these are researches into the optimum size of regional libraries in the state, the public library services in the state, the efficiencies of the state library, the publicity values of public libraries, and the proper standards for public libraries in Missouri.

Other important additions to state library programs have been the in-service training programs for practicing librarians, and the Governor's Conferences for library trustees.

In general the effects of the federal grants upon Missouri's rural library program have been weighty and successful. In terms of permanent effects it may be observed that the results of expanded state library facilities and the establishment of permanent service in ten or more counties in the state has added appreciably to the potential of library service which the state possesses. The results of studies in progress should produce lasting effects upon rural library services in particular, and the scholarship and in-service projects will undoubtedly add to the future successes and expansions of rural service.

A B S T R A C T

FISCAL AND DEMOGRAPHIC PATTERNS
AS RELATED TO
PUBLIC LIBRARIES IN MISSOURI

By

Duane Turner and Robert F. Karsch

Population trends in Missouri since 1930 were reviewed in this study both in terms of gains and losses in the various counties, and in terms of age and educational characteristics. To be effective library planning must concern itself with the manner in which the population is dispersed over the geographical area of the state. Also consideration must be given to the composition of the population in the state's various regions.

Since 1930 forty-three of the one-hundred and fourteen counties have continuously lost population. In addition, thirty-one other counties began downward trends in 1940. This means that seventy-four counties have been losing population continuously since 1940. Only fifteen counties have, since 1930, gained population continuously over the years. Some twenty-six have, in terms of gains and losses, behaved in an erratic manner since 1940.

The overall effect of population gains and losses since 1930 has been to concentrate the population more heavily, with the exception of gains in the Springfield and Cape Girardeau areas, across the central portions of the state. Further, the areas gaining over the thirty-year period are in large measure concentrated in three geographic pockets: the St. Louis and Kansas City metropolitan areas, and the central area composed of Boone, Cole, Callaway, and Audrain counties.

Of the seventy-four counties which have been losing population since 1940, only twenty-one have entered into lasting regional library systems. And of the thirty-seven counties presently affiliated with the regional systems, five are among those counties which have experienced long population growth records.

As to the relationship between the geographic positions of public libraries and the patterns of population concentrations, it appears that the majority of the counties affiliated with regional systems are those containing relatively

sparse populations. The City of St. Louis, and St. Louis and Jackson counties now account for 48% of the state's population. In terms of the Census Bureau's Standard Metropolitan Statistical Areas, over 76% of the entire population is concentrated into the St. Louis, Kansas City, Springfield, and St. Joseph metropolitan areas. These areas include 3,316,453 people. This is important in terms of the load it places upon rural population and wealth in supporting adequate library facilities. Even maximum rates in most rural areas are not sufficient to provide adequate service.

Attention was given to the changing age structure of the state's population. Among other things it was found that the outstate counties have a higher proportion of the population's older citizens, this despite the fact that the percentage of persons age sixty-five and older has increased in all areas of the state (though not in all counties). The age group composed of persons under eighteen has generally expanded also. However, the group composed of persons eighteen to sixty-five has contracted. Thus, over the state as a whole the two extreme age groups have expanded proportionately at the expense of the middle age group.

With regard to educational attainments of the state's population, the average number of school years completed by persons twenty-five or older is on the rise. In 1950 the median school years completed was 8.8, while in 1940 the comparable figure was 8.6.

Comparisons were made of the individual tax rates of 1941, 1951, and 1961. During the decade of the 1950's the number of libraries receiving revenues derived from tax rates above one mill has risen considerably - from 34 to 46, though there was a reduction of four in the total number of tax supported libraries. The number of libraries supported by rates less than one mill has been reduced from 20 to 13. The number of libraries supported by rates of one mill has been reduced also - from 92 to 85. Seventeen new library facilities of systems have come into existence since 1951.

A study of the individual tax rates which have supported Missouri libraries over the years reveals that at least 32 have had their tax rates increased over rates prevailing in 1951. Only five experienced declines in their tax rates. Eighty-two are now supported by tax rates which are identical to those of 1951. Some rates have been quite stable over the decade, while others have been extremely unstable.

Though state and federal funds are used to supplement local revenues for support of public libraries, it is the local taxes which contribute by far the greatest support. In light of this fact a study of the geographic locations of public libraries was made with regard to the distribution of wealth over the state and to relatively high and low tax rates. It was seen that concentrations of wealth, tax supported libraries, and population all tend to be situated in the same geographical areas. The south-central region of the state has fewer libraries and less concentrated wealth than any other region of comparable size. In direct contrast is the region composed of St. Louis, St. Charles, and Jefferson counties where the assessed valuations are the highest of any other comparable area in Missouri. In the north-central region there is also a broad area where property valuations, population density, and library facilities are relatively low.

A study of library incomes as related to the percentages of the population served, was also made. This investigation covered the relevant figures for each year during the past decade. Over the period the number of smaller libraries receiving the lesser incomes decreased considerably from 83 in 1951 to 55 in 1960. Likewise the percentage of the population served by this group decreased -- from 6.84% in 1951 to 3.5% in 1960. At the same time, the number of libraries receiving annually \$100,000 or more increased from four in 1951 to nine in 1960; while the percentage of the population served by these larger libraries also increased - from 41.77% in 1951 to 58.8% in 1960. The number of libraries in the second highest income category increased from five to thirteen over the period,

while the population served by this group rose from 6.46% to 13.9%. The third income category increased from 48 libraries in 1951 to 67 in 1960; the percentage of the population served by this group rose from 20.01% to 23.8%. Only the lowest income group experienced a drop both in number of libraries in the group and in the percentage of the total state population served by the group. There was an over-all increase of four tax supported libraries over the period - from 104 in 1951 to 144 in 1960.

It was learned that total annual library income increased from \$3,473,828 in 1951 to an estimated \$7,855,973 in 1961. Over this decade state aid increased only \$57,500. Total annual income from taxes increased from \$3,273,828 in 1951 to \$7,410,263 in 1961. The percentage of annual income from taxes was 94.2% in 1951, rose to a high of 96.0% in 1955, and was 94.3% in 1961. Federal funds amounted to .6% in 1957, and 2.4% in 1961.

The question arises whether or not the larger sums which have been appropriated for the purpose of aiding public libraries in Missouri have kept pace with the increased appropriations for other state programs. In order to make some evaluation of the trends in this regard the legislature's appropriations for most of the state's programs were examined for the period between 1951 and 1963. The results of this study were pronounced: appropriations for state aid to public libraries have obviously not been increased at the rate experienced by many other non-library programs; nor have they kept pace with the increases which the Division of Higher Education as a whole has experienced.

A review of the sums of money claimed by Missouri in the successive fiscal years since 1956 was made, and this has been compared to the federal funds available to the state under the Library Services Act of 1957. Missouri only once claimed all the funds which were made available. This was in the initial year of the Act. In fiscal year 1959 it failed to claim as much as \$13,333. In the remaining three years the state claimed almost all the monies available to it.

The Library Services Act specifies that participating states must submit state plans to the Commissioner of Education, declaring the purposes, policies, and methods to be utilized by each particular state. The Commissioner may approve or disapprove the plans on the basis of their conformity to the goals of the Act. The "Missouri Plan" specifies four types of projects which may be financed in part by federal funds: (1) library service demonstrations, (2) improved service demonstrations grants, (3) establishment grants for cooperative service programs, and (4) in-service training projects. The one project in the initial year was that concerned with the task of equipping and staffing the State Library in preparation for participation in the programs of subsequent years.

An accounting of the projects over the six-year period indicates that a significant proportion of the federal funds have been expended in an effort to furnish the State Library with qualified personnel, proper equipment, and circulating resources in order that it may fulfill successfully its obligations under the Library Services Act and the "Missouri Plan." Also, the State Library's facilities for providing regional bookmobile demonstrations have been considerably improved. Some nine grants have been allocated to local libraries for entering into systems of regional libraries.

One of the most significant projects realized through federal subsidization has been the bibliographic center in Springfield which opened in March of 1961. This center serves some 26 libraries located in 20 counties in southwestern Missouri. Also as a result of federal monies a number of scholarships have been subscribed to which are allotted to potential librarians who presumably will serve later in Missouri's local libraries. And a number of research studies have been undertaken which will undoubtedly serve to make Missouri's overall library system operate more fruitfully and successfully. Other important additions to the state's library programs have been the inservice training programs for practicing librarians, and the Governor's Conferences for Library Trustees.

In general the effects of the federal grants upon Missouri's rural library program have been weighty and successful. In terms of permanent effects it may be observed that the results of expanded State Library facilities in the state have added appreciably to the potential of library service which the state possesses. The results of studies in progress should produce lasting effects upon rural library services in particular, and the scholarship and inservice projects will add to the future expansions of rural service.